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Our Ref: AIC 23-R11/22-2002

Safety recommendation: AIC 23-R11/22-2002

Addressed to: Civil Aviation Safety Authority of PNG

Date issued: 19 April 2023

Investigation link: AIC 22-2002

Action status: Issued

Safety deficiency description

On 26 August 2022, at about 08:26 local (22:26 UTC¹) a Viking Canada DHC6-300 Twin Otter aircraft, registered P2-KSI (KSI) owned and operated by Hevilift (PNG) Aviation Limited and a Cessna 208 Caravan aircraft, registered P2-MEW (MEW) owned and operated by Mission Aviation Fellowship (MAF) PNG Limited encountered a loss of separation when they passed each other at Mt. Hagen Airport, Western Highlands Province, Papua New Guinea. MEW was cleared for takeoff into the path of KSI that was cleared to land after MEW received its takeoff clearance.

The landing aircraft, KSI received a TCAS Alert of close proximity. The aircraft passed each other at a proximity of about 300 ft vertical and about 200 m lateral distance apart.

The day of the serious incident, 26 August 2022, was a public holiday in PNG.

At 12:49 pm on 26 August 2022, the Hevilift Safety & Quality Manager notified CASA PNG of the serious incident, as a *TCAS ATC Incident*.

However, CASA did not inform the AIC until 30 August at 9:09 am via email.

Furthermore, NiuSky Pacific Limited did not inform the AIC until 10:31 am on 31 August.

The MAF pilot reported the serious incident to the Flight Operations Manager, but the MAF notification of the serious incident to CASA and the AIC was delayed because 26 August was a public holiday.

The investigation noted that CASA did not comply with the legislated notification requirements and the notification was not submitted to the AIC until 30 August due to internal procedures and staffing over the public holiday long weekend. CASA is reminded that in accordance with *Section 62 of the Civil Aviation Act 2000 (as amended)* and *Civil Aviation Rule Part 1*, CASA is required to notify the AIC, and do so **as soon as practicable** with a minimum of delay and by the most suitable and quickest means possible.

¹ The 24-hour clock, in Coordinated Universal Time (UTC), is used in this report to describe the local time as specific events occurred. Local time in the area of the serious incident, Papua New Guinea (Pacific/Port Moresby Time) is UTC +10 hours.

Overview of ICAO Annex 13 Standards and PNG legislated requirements for notification of accidents and serious incidents.

ICAO Annex 13 Attachment C lists examples of Serious Incidents which includes:

Near collisions requiring an avoidance manoeuvre to avoid a collision or an unsafe situation or when an avoidance action would have been appropriate.

PNG Civil Aviation Rule Part 12, 12.55 Notification of incident states:

- (a) A holder of a certificate issued in accordance with the following Parts must notify the authority as soon as practicable of any associated incident if the certificate holder is involved in the incident and the incident is a serious incident or an immediate hazard to the safety of aircraft operations: —
 - (1) Parts 119, 129 and 137 – aircraft incident or dangerous goods incident;
- (b) A person who is involved in an incident that is a serious incident or an immediate hazard to the safety of aircraft operations must notify the Authority of the incident as soon as practicable, if the person –
 - (1) operates, maintains, services, or does any other act in respect of any aircraft, aeronautical product, or aviation related service; and
 - (2) is not employed by, or associated with, the certificate holder referred to in paragraph (a).
- (c) A pilot-in-command of an aircraft that is involved in an airspace incident or a bird incident shall notify the Authority of the incident as soon as practicable.

PNG CAR Part 1 Definitions states:

As soon as practicable means with a minimum of delay and by the most suitable and quickest means possible.

Section 60 of the Civil Aviation Act 2000 (as amended) is quite clear and states:

The pilot-in-command of an aircraft that is involved in an accident or incident shall notify the accident or incident to CASA as soon as practicable.

Civil Aviation Advisory Circular 12-1, Section 7 Classification of Incidents states:

Airspace incident: means an incident involving deviation from, or shortcomings of, the procedures or rules for—

- (1) Avoiding collisions between aircraft; or
- (2) Avoiding collisions between aircraft and other obstacles when an aircraft is being provided with an Air Traffic Service:

Civil Aviation Advisory Circular 12-1, Section 8 also clarifies the meaning of as soon as practicable and states:

Rule 12.55 requires an incident that is a serious incident or an immediate hazard to the safety of aircraft operations, or that is an airspace incident, be notified to the Authority as soon as practicable. For this purpose, notification should be submitted by the fastest means possible, such as by telephoning, FAX, email or, where it is available, submission of an eReport into the Authority's AQD system.

The object of occurrence information is to improve the level of flight safety from the lessons learned during subsequent follow-up action on submitted information. Also, in promptly alerting those organisations associated with the operation, servicing, and manufacture of the same type of aircraft, equipment, or facilities, on which information has been submitted, safety is enhanced.

PNG Civil Aviation Act 2000 (as amended) Section 62 Duty of authority to notify accidents and incidents to the Commission, states:

- (1) As soon as practicable after an accident or incident is notified under Section 60, the Authority shall notify the Commission that the Authority has been notified of the accident or incident where it is of any of the following kinds:—
 - (a) an accident involving aircraft;
 - (b) a serious incident in accordance with the provisions of the Convention.

On 10 July 2018, the then Minister for Civil Aviation, Hon. Alfred Manase, MP wrote to the Director of the PNG Civil Aviation Safety Authority Mr. Wilson Sagati, OBE and raised concerns about the aviation industry failing to comply with legislated requirements to notify CASA PNG and the AIC of accidents and serious incidents in a timely manner. He stated:

The AIC informed me that on some occasions they had not been notified and had learnt of the incidents on social media or the news media. They advised that this was also likely the case with notifications to CASA.

The AIC has informed me that operators including Air Niugini are failing to comply with the notification requirements of the *Section 60 of the Civil Aviation Act 2000 (as amended)* and the *Civil Aviation Rules Part 12*.

Delays in notifying the Authority and the AIC result from these airlines requiring their pilots to notify the company so the company can review (vet) pilots' notifications and make an assessment as to whether the company considers it to be an accident or serious incident.

As you are well aware *Section 60 of the Civil Aviation Act 2000 (as amended)* is quite clear and states:

The pilot-in-command of an aircraft that is involved in an accident or incident shall notify the accident or incident to CASA as soon as practicable.

Civil Aviation Rules Part 12.55 also requires the notification as soon as practicable.

He concluded his letter stating:

This must be rectified and I ask that CASA issue an urgent directive to PNG aircraft operators and airlines, NAC and PNGASL to notify the Authority and the AIC "without delay and by the fastest means possible" following an accident or incident. Operators' manuals that state otherwise should be amended as soon as possible.

Recommendation number AIC 23-R11/22-2002 to the Civil Aviation Safety Authority of PNG

The PNG Accident Investigation Commission (AIC) recommends that CASA PNG should ensure their relevant documents, manuals and operational procedures are amended to ensure compliance with the requirements of *Section 62 of the Civil Aviation Act 2000 (as amended)*, specifically:

The Authority shall notify the Commission that the Authority has been notified of the accident or incident where it is of any of the following kinds:—

(a) an accident involving aircraft;

(b) a serious incident in accordance with the provisions of the Convention.

Furthermore, because flight operations are conducted on public holidays and on weekends CASA PNG should ensure that the CASA PNG 24-hour telephone and email notification services are staffed by a qualified officer(s) to ensure the PNG AIC is notified of accidents and serious incidents with a minimum of delay and by the most suitable and quickest means possible.

Action requested

The AIC requests that CASA PNG note recommendation *AIC 23-R11/22-2002* and provide a response to the AIC within 90 days of the issue date and explain (including with evidence) how CASA PNG has addressed the safety deficiency identified in the safety recommendation.



Capt. A Bouraga MBE

Acting Chief Commissioner

19 April 2023

Civil Aviation Safety Authority PNG response to Safety Recommendation AIC 23-R11/22-2002

On 19 May 2023, during the CASA AIC meeting#3/2023, the Safety Recommendation was discussed. CASA PNG acknowledged *Safety Recommendation AIC 23-R11/22-2002* and stated that they would provide a response to the Safety Recommendation preferably before the response due date, 18 July 2023.

The AIC did not receive a response from CASA within the 90-day period, nor has CASA PNG requested an extension of the response due date.

A follow up on the status of CASA PNG's corrective action plan will be made during the next CASA-AIC meeting.

PNG Accident Investigation Commission assessment of CASA PNG response

The AIC will reassess the status of *Safety Recommendation AIC 23-R11/22-2002* upon receipt of CASA PNG's preventative actions to the Safety Recommendation.

The AIC assigns CASA PNG response an *unable to assess* rating.

The AIC has recorded the Status of the Recommendation: **MONITOR**



Capt. A Bouraga MBE

Acting Chief Commissioner

19 July 2023